

by a system of subsidies that students are brought to the school in any considerable numbers. Even under these circumstances a majority of the students come from outside the state. That the state of Vermont should tax itself to support a school whose facilities for engineering are so meagre, whose chief function is military instruction, the majority of whose students are drawn from outside the state, is a use of money that cannot be defended upon any educational grounds, or

upon the grounds of the state's duty to the system of elementary and secondary schools. If such a military school is to be conducted, it should be supported from other sources, and the state should apply its own funds to those direct problems of education in which every child on the farm, in the village, or in the town is immediately interested, and upon which the intellectual, moral, and material progress of the state depends. It is here that the state's duty lies.

#### XIV. THE HISTORY OF VERMONT SUBSIDIES TO HIGHER EDUCATION.

The relations that have existed in Vermont between the state and the three institutions of higher learning that the state has subsidized have been of a somewhat unusual character. The nature of this relation has been described fully in Section X. It was there shown that while the state has retained a certain measure of control with respect to all of these institutions, appointing in the case of the University of Vermont half of the board of trustees, and in the case of Norwich University a visiting board whose function is to criticize and report the condition of the institution, nevertheless the practical working of the relationship results in the subsidizing by the state of independent institutions.

Actual appropriations of money by the state of Vermont to the three institutions of learning began in 1852, when the legislature cancelled a vote of the University of Vermont to the School Fund, and divided the remainder of the fund between Middlebury College and Norwich University. No further appropriation was made to any of the three institutions until the year 1884, when an act was passed appropriating to Norwich University \$1,500 annually, which was to be used in payment for tuition and room rent for thirty cadets. The first institutional subsidy, therefore, was obtained by that device which has been used so often in so many states,—the state was induced to make an appropriation to an institution under the guise of assisting students.

In 1886 an appropriation of \$3,500 annually was voted for the support and maintenance of the State Agricultural Experiment Station, but this act was promptly repealed in 1888, when it was realized that the Experiment Station was to receive support from the United States government. This procedure is also characteristic of legislation in other states. No state of the Union will pay for educational support that it can induce the United States government to give. From that day to this the Agricultural Experiment Station and the Agricultural College have been supported out of the funds granted to the state by the general government, the only contribution of the state being an appropriation of \$60,000 in 1904 for the construction and equipment of a building for the department of agriculture.

In 1888 the University of Vermont and Middlebury College, having noted the success of Norwich University in obtaining a subsidy, secured the passage of an act granting each of them \$2,400 a year for four years for paying "the tuition and incidental college charges of thirty students," and the university also obtained that year an additional appropriation of \$3,600 for providing competent instruction in branches of learning related to industrial arts.

When these appropriations expired in 1892 they were, by an act of that year, made annual appropriations, and by a second act of the same year the appropriation to Norwich University for the payment of tuition and rent for thirty students was raised to \$2,400 annually. There was thus realized in this year the completion of an arrangement which practically became a gentleman's agreement, under which the three institutions, or those who represented them, have since that date worked together to the end that each should dip its hand into the state treasury to as large an extent as possible. This process, accompanied with little supervision as to how the money should be expended, has resulted in increasing the state expenditures year by year, and has developed more and more a disposition to play three sections of the state against one another.

ANNUAL APPROPRIATIONS FOR VERMONT COLLEGES<sup>1</sup>

Year	University of Middlebury		Norwich University	Total
	Vermont	College		
1884-1885			\$1,500	\$1,500
1885-1886			1,500	1,500
1886-1887			1,500	1,500
1887-1888			1,500	1,500
1888-1889	\$6,000	\$2,400	1,500	9,900
1889-1890	6,000	2,400	1,500	9,900
1890-1891	6,000	2,400	1,500	9,900
1891-1892	6,000	2,400	1,500	9,900
1892-1893	6,000	2,400	2,400	10,800
1893-1894	6,000	2,400	2,400	10,800
1894-1895	6,000	2,400	2,400	10,800
1895-1896	6,000	2,400	2,400	10,800
1896-1897	6,000	2,400	2,400	10,800

<sup>1</sup> It is believed that this table is substantially correct, in spite of the puzzling character of the appropriations which continue, without being mentioned when additional appropriations are made. The table does not include the early grants to the Agricultural Experiment Station, the summer session payments to Middlebury College, or the payments to Norwich University for militia service and forage.

1897-1898	\$6,000	\$2,400	\$2,400	\$10,800
1898-1899	6,000	2,400	6,000	14,400
1899-1900	6,000	2,400	6,000	14,400
1900-1901	6,000	2,400	6,000	14,400
1901-1902	6,000	2,400	6,000	14,400
1902-1903	6,000	2,400	6,000	14,400
1903-1904	6,000	2,400	6,000	14,400
1904-1905	6,000	2,400	11,000	19,400
1905-1906	6,000	2,400	11,000	19,400
1906-1907	6,000	2,400	11,000	19,400
1907-1908	6,000	2,400	11,000	19,400
1908-1909	6,000	2,400	11,000	19,400
1909-1910	16,000	8,400	11,000	35,400
1910-1911	26,000	8,400	11,000	45,400
1911-1912	26,000	16,000	11,000	53,000
1912-1913	26,000	16,000	11,000	53,000
1913-1914	52,300	28,800	20,000	100,100

From 1892 onward, as the preceding table shows, the amount of money devoted to each institution has greatly increased. The annual appropriations for each remained practically constant until the year 1898, the University of Vermont having \$6,000 annually, each of the other institutions \$2,400 annually. In the year 1898 the friends of Norwich University succeeded in boosting their appropriation to \$3,600, the others remaining the same. In 1904 the friends of Norwich University again took the initiative and raised the appropriation of that institution to \$11,000, the others remaining the same. In the year 1908, however, the appropriations for the University of Vermont and for Middlebury College were increased to \$16,000 and \$8,400 respectively, the former for the maintenance of medical instruction, the latter to establish and maintain a department for the education and training of high school teachers. Since that date the increases have been rapid, so that for the year 1913-14 the appropriation of the University of Vermont amounts to \$52,300, that of Middlebury College to \$28,800, and that of Norwich University to \$20,000, a total annual appropriation of \$100,100.

The character of this legislation is well indicated in the words of the acts themselves. For example, in some of these appropriations, such as that in 1908 of \$10,000 for the maintenance of medical instruction, the money is devoted by the words of the act to a specific and definite purpose. The same remark applies to the appropriation made in that year to Middlebury for the establishment of a department of pedagogy. In both these cases the language was specific, and the money was devoted to purposes that might reasonably be claimed to be closely related to the educational interests of the whole state.

The legislation enacted in 1910, however, in favor of the University of Vermont and of Middlebury College plainly indicates the general tendency of the competition between these institutions in an effort to cover the whole field of knowledge. In that year the University of Vermont and Middlebury College each received an annual appropriation of \$13,600. The act provided that the money appropriated to the University of Vermont might be used for "providing instruction in the principles and methods of teaching in branches relating to English language and literature, ancient and modern languages and history, mathematics, political, social, moral and industrial sciences." The language of this act plainly indicates that in 1910 the University of Vermont was getting ready to meet the competition of Middlebury College in the establishment of its department of pedagogy, and that the act was so framed that the money might be used not only for this purpose, but for the purpose of instruction in any other field of knowledge that it might be desirable to enter.

The language of the act appropriating money to Middlebury College was even more objectionable. It provided \$13,600 annually for "the establishment and maintenance of a department of pedagogy for the education and training of high school teachers in said institution, and to provide instruction in forestry and other subjects related to the industries of Vermont." The part of this act relating to the department of pedagogy is merely a repetition of that enacted in 1908. It is specific and direct; but the remainder of the act plainly provided a blanket clause by which Middlebury College could meet the competition of the University of Vermont in forestry and other subjects relating to the industries of Vermont. The language of these two acts shows clearly the sort of duplication and rivalry that is sure to result where competing institutions are being subsidized by the same state legislature. The only function that Middlebury College can perform is that of a college. For the support of even that work it has not large resources. To expend any funds that it may have in forestry and similar